

IMPACT!

PROGRAM EVALUATION & RESEARCH

California's Children Endangered by Clandestine Drug Labs

In September 1996, the Governor's Office of Criminal Justice Planning (OCJP) established an ad hoc committee to examine the increasing problem of children endangered by

Inside Evaluation

clandestine drug laboratories. The presence of children in residences where drugs were being manufactured was identified as an urgent concern by law enforcement and child protective services. In order to continue to address the problem, OCJP developed an Advisory Board on Drug Endangered Children, composed of experts from law enforcement, social services, and health services. The final product, currently underway, will be a guidebook examining illegal drugs and child endangerment. The guidebook, expected to be released in the near future, will assist counties statewide in addressing this serious issue.

The Monitoring and Program Effectiveness (MPE) Branch is conducting a feasibility study on drug endangered children as a preliminary step to making recommendations for a formal evaluation. The MPE Branch, in consultation with the Violence Against Children (VAC) Branch, identified a range of research questions to be addressed. The selected study variables included the number of drug lab raids, the presence of children at the sites, and what, if any, data are available regarding medical assessment of children found at drug labs.

One of the products of the in-house evaluation was a comprehensive literature review on the extent of the methamphetamine problem and the children at risk through parents or caretakers who operate clandestine labs or use the drug.

By the late 1950's, amphetamine and its derivative methamphetamine were being widely prescribed in the United States. The abuse of these two drugs became so severe that Congress passed the Drug Abuse Control Act

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BJA and OCJP Build Partnership to Enhance Program Evaluation

On May 5-6, 1997, the Bureau of Justice Assistance (BJA) and OCJP joined forces to enhance the evaluation skills of criminal justice agencies in California. Dr. Robert Kirchner, Chief of the Evaluation and Technical Assistance Division at BJA, presented a technical assistance workshop entitled "Assessment and Evaluation of State and Local Programs." Dr. Kirchner's workshop was specifically designed for OCJP to develop a program

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Cal-State
University,
Fullerton

OCJP Releases First Edition of Impact!

We are pleased to present our first edition of *Impact!* The Governor's Office of Criminal Justice Planning's (OCJP) Monitoring and Program Effectiveness (MPE) Branch is



responsible for performing project monitoring and program evaluation. We are taking this opportunity to submit *Impact!* to interested parties and highlight MPE

Branch activities in the monitoring and evaluation of public safety and victim services programs.

Included in this issue is an article which addresses OCJP's new monitoring policy. Previously, monitoring was based on a data gathering process which focused on the number of clients served, whether or not objectives were reached, and the presence or absence of required source documentation. The new monitoring policy continues to include the collection and reporting of data, but moves in the direction of measuring overall program effectiveness. Monitors work closely with both OCJP program staff and grantee project staff to identify successful approaches to delivery of service. Also included in this issue is an article which highlights a successful grantee program - Women Escaping a Violent Environment (WEAVE) - which has initiated an extensive evaluation of its program.

Impact! also includes an article, in our Inside Evaluation column, which summarizes an MPE Branch assessment of a critically important policy issue - the public safety response to children endangered by clandestine drug labs.

Another article discusses a new interagency collaboration between OCJP and the State University system, and features one of the four outcomes-based evaluations which California State University, Fullerton, is conducting for OCJP.

In this era of increased accountability for the expenditure of public monies, state govern-

ment has moved to a preference for outcomes-based research of criminal justice programs and increased accountability for scarce public resources. Program monitoring and evaluation are crucial tools in assessing the effectiveness of our policies and strategies in enhancing public safety and providing services to victims of crime. We must integrate continuous program evaluation into OCJP's planning and decision-making functions in order to maximize our return on precious public resources.

Recognizing the shift in federal expectations, MPE Branch staff and OCJP branch managers attended a technical assistance evaluation training hosted by the Bureau of Justice Assistance (BJA) in May, 1997.

An overview of the training is given in the article on OCJP's partnership with BJA to enhance criminal justice program evaluation.

We are pleased to have this opportunity to provide policy makers, grantees, and other agencies with a summary of MPE Branch activities and to share what we are learning with you. After reading this issue, I hope you will look forward to future publications of *Impact!* •



Ray Johnson
Executive Director

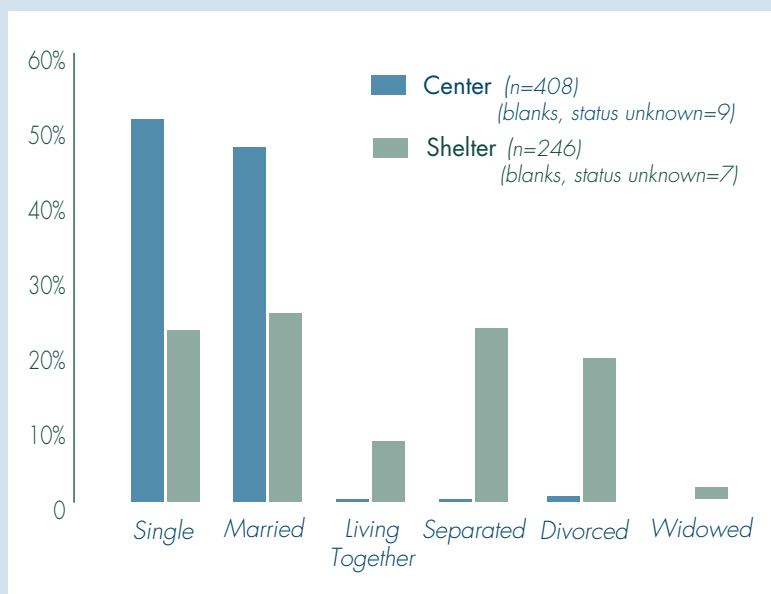
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Demographic Characteristics

One of the unique differences between the two groups is the fact that the highest representation (**42%**) of the counseling center clients had relationships that were already in a dissolved state, either separated or divorced. (WEAVE Preliminary Report, March 1997).

WEAVE Comparison of Center Clients and Shelter Residents

Some OCJP projects have developed their own evaluation plans to test the effectiveness of their programs. WEAVE (Women Escaping a Violent Environment) is one such project in Sacramento which has been collecting data on domestic violence victims for over 15 years. Since January 1996, WEAVE has been undertaking an evaluation of services for both the counseling center and the shelter, contracting with LPC Consulting Associates, an evaluation consultant.

The study was designed to: (1) assess and compare counseling center clients with shelter clients; (2) determine differences and similarities that might account for crisis versus long-term needs; and (3) contribute toward programming to encourage and support more women in pursuing long-term change through counseling. Preliminary analysis of 250 shelter and 408 counseling center records has been completed and interviews with 30 clients in each program are underway. These interviews will provide qualitative information to complement and augment the quantitative data from the records. The study will continue with a

completion date of September 1997. ("Preliminary Report from Data Analysis for Shelter and Counseling Center," WEAVE, March 1997.)

The analysis of data for the two client groups, counseling and shelter clients, will include summaries and comparisons of demographic characteristics, socio-economic characteristics, personal history factors, substance abuse history, and exit status. Because of the different levels of detail for shelter and counseling center clients, the analysis focused only on data elements that were shared to permit comparison of like characteristics.

According to Lynne Cannady of LPC Consulting Associates, a second level of analysis has been initiated to examine differences between short and long-term counseling center clients and shelter clients who have previous shelter history compared to first-time residents. These analyses may provide insights about clients who are perpetually in crisis (seeking shelter repeatedly), clients who do not remain in counseling for long-term support, and clients who pursue long-term counseling.

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Drug Labs, *continued from page 1*

There is a need for further multijurisdictional cooperation to handle the disposition and health care of children found in home-based meth labs.

of 1965 and the Controlled Substances Act of 1970 to place controls on them.

Methamphetamine users tend to indulge in binges which can induce sleeplessness for up to 15 days before passing into a phase which is so severe it is characterized by acute depression, agitation, hostility, and paranoia.

Some of the dangers to children include: the chance of violent attacks against them by parents or caretakers who become hostile while under the influence of methamphetamine; the toxicity of methamphetamine; and the hazards of precursor chemicals, especially flammability and the possibility of explosion at meth labs.

Because California has such a severe problem with methamphetamine production and use,

the state is taking a leadership role in addressing the issue of drug endangered children. There is a need for further multijurisdictional cooperation to handle the disposition and health care of children found in home-based meth labs.

The public safety and social service personnel present at lab seizures need to protect themselves and the children from immediate exposure to hazardous chemicals; environmental or health service staff have to address the problem of groundwater contamination; and at-risk children must be assessed medically to learn the extent of present health problems. This increased level of information will help California succeed in protecting these most vulnerable children. •

Partnership, *continued from page 1*

effectiveness model for criminal justice programs in California. Leaders from California public safety agencies, as well as researchers from other states, attended.

"We are very pleased to begin building this partnership with OCJP," said Dr. Kirchner, who cites the positive results of better evaluation practices nationwide due to partnerships between federal, state, and local agencies. Beverlee Venell, Acting Director of the Oregon State Police Criminal Justice Services Division, presented Oregon's evaluation system at the training. She described program measurement indicators of success as "benchmarks." These benchmarks are used statewide to assess Oregon's progress toward meeting long-term goals affecting the entire state. Other experts from the panel of trainers gave presentations on model evaluation programs in New Mexico and Illinois.

Workshop attendees discussed the criteria which define an effectively managed program and then participated in exercises to develop their own program effectiveness model. These

steps involved: 1) developing a narrative description of the program; 2) identifying goals and objectives; 3) identifying program activities; 4) developing a model depicting the program's structure; and 5) developing performance indicators to measure program accomplishment against objectives.

Dr. Kirchner explained that while programs and resources will always be diverse, every program can engage in evaluation to some degree. OCJP's move towards outcome and impact evaluations will provide the needed foundation for policy makers to confirm which programs work and which programs do not work. If this foundation is incorporated into OCJP programs from the earliest stages of development, the agency will be able to demonstrate program effectiveness and thereby be in a better position to compete for limited resources.

According to Ray Johnson, Executive Director, OCJP, knowing which programs are effective, and why they are effective, will enable OCJP to better serve grantees, policy makers and the citizens of California. •

New Monitoring Policy Focuses on Project Effectiveness

OCJP's Monitoring and Program Effectiveness (MPE) Branch is taking a new approach to monitoring funded projects for compliance with state and federal regulations. This approach seeks to identify which projects are successful, why they are successful, and how to work together with program branches to assist projects in achieving their goals.

Monitoring is an on-site assessment by OCJP of the project's administrative, fiscal, and programmatic operations. In the past, a process evaluation was conducted where specific objectives were reviewed for their supportive relationship to program goals. The number of service units were counted to ensure the project had met their objectives.

Although the new policy, implemented in January of this year, still reviews source documentation to substantiate reported data, an effectiveness component has been added to the monitoring visit. Project staff are asked to discuss the goals of the program, how they decide whether goals have been accomplished, and how staff determine the project effectiveness. Monitors are particularly interested in whether or not the project has a workable system for recording, collecting, and reporting data and if the data are easily retrievable. It is also important to see if a client can be clearly tracked through the project's services.

"We want to determine which projects are successful, and why they succeed, in improving the quality of life in the community," says Dennis Fisher, Chief of the MPE Branch. Monitors meet with OCJP program branch specialists, prior to scheduling site visits, to review the monitoring process and to assist in identifying the potential strengths and weaknesses of the project. In addition to collecting and reporting performance indicators, the project is asked to identify program goals and to suggest ways to measure progress in achieving the goals.

Innovative Project

SELF-EVALUATIONS

A number of evaluation activities implemented by local projects were identified during monitoring visits conducted in the first half of 1997.

These projects activities included:

- *The Riverside County District Attorney's Office evaluates quality of service through periodic customer surveys.*
- *The University of California at Irvine tracks gang membership and gang-related crime using data provided by multi-component gang violence suppression programs in Orange County.*
- *Human Options in Orange County completes regular staff and client surveys to evaluate quality of service and identify innovative approaches to victim services.*

Projects can prepare for a monitoring by becoming familiar with the Monitoring Report form used to review administrative, fiscal, and programmatic areas. Two quarters of a grant year are reviewed during a site visit and project staff are asked to be available for interviews during the visit. If a monitoring results in finding a technical deficiency, projects typically need to develop a corrective action plan to address these areas.

The MPE Branch is working to improve its program evaluation and to expand the scope to include outcome and impact evaluations. As we discover how programs succeed, we will share what we are learning with our grantees and policy makers to improve overall program performance. •

"We want to determine which projects are successful, and why they succeed, in improving the quality of life in the community,"

*— Dennis Fisher
Chief, MPE Branch*

OCJP and CSU Collaboration on Outcome Evaluation

OCJP has developed an interagency agreement with the California State University system, and a collaborative relationship with California State University, Fullerton (CSUF), to conduct four outcomes evaluations dealing with the following programs: Byrne-

Outside Evaluation

funded programs; Rape Crisis Services programs; Domestic Violence programs; and Child Abuse Treatment programs (CATP).

Preliminary assessments of the four program areas were conducted by CSUF beginning in February, 1997, and ending in June, 1997, for the purpose of developing recommendations for comprehensive evaluations in FY 1997/98. The CATP preliminary assessment is described below:

The evaluation team consisted of Co-Principal Investigators, Gregory Robinson, Ph.D, and Jill Rosenbaum, Ph.D, of the Social Science Research Center, in addition to Dr. Sidney Gardner of the Center for Collaboration for

Children, CSUF; Dr. Joseph Sheley, Dean, School of Social and Behavioral Sciences, CSU, Sacramento (CSUS); and Bernadette Mathews Halbrook, Professor of Counselor Education, CSUS.

The evaluation team submitted an interim status report on April 15, 1997, entitled, "A Feasibility Analysis of the Transition to Outcomes-Based Evaluation for OCJP Projects funded by the Victims of Crime Act - Child Abuse". The study is based on implementing four component strategies: Identifying and codifying relevant research and scholarly expertise; developing outcomes for results-based accountability collaboratively with the staff of funded projects; developing model evaluation requirements; and assuring articulation between federal and state evaluations.

The report focuses on the following accomplishments to date:

- *Selecting and meeting* with an advisory panel of child abuse treatment experts

See **CATP**, back page

WEAVE, continued from page 3

According to Gail Jones, executive director, WEAVE, some of the preliminary findings point to the similar need for intervention services by both shelter and counseling clients, but show a significant difference in personal characteristics and circumstances of each group. Shelter clients tend to seek help to find a place to remain safe from a violent partner, while counseling center clients are seeking ways to rebuild their self-esteem and change their personal circumstances through emotional support.

Cannady states that this study has far-reaching benefits to battered women's programs, because the center can learn more

information about clients when they come into the program and thus meet their needs more adequately. WEAVE may also be able to describe the short and long-term benefits of services, especially for women who do not return for services as "success stories." (WEAVE Preliminary Report, March 1997)

According to Jones, the study may help identify future service trends for domestic violence programs. "Emergency shelter may keep her safe for a while," says Jones, "but it doesn't end the violence." From this study, she says, they may learn enough about these two populations to structure services for long-term change in the lives of domestic violence victims. •

"Emergency shelter may keep her safe for a while— but it doesn't end the violence."

— Gail Jones
Executive Director,
WEAVE

Ad Hoc Committee on
Child Endangerment and
CLANDESTINE DRUG LABS

Methamphetamine abuse and its production in clandestine drug labs was recently identified by law enforcement officials as an increasingly dangerous problem in California. Although statistics are not generated to reflect specific methamphetamine arrests, risk indicators such as accidental overdose deaths, hospital admissions, arrestee drug testing and treatment admissions all reflect sharp increases in methamphetamine use.

The California Department of Justice, Bureau of Narcotic Enforcement, reports that more than 850 clandestine methamphetamine labs were raided last year, up significantly from 465 in 1995. Methamphetamine has become the drug of choice for countless numbers of users.

The true victims of this widespread epidemic are the many children exposed to this deadly drug while living in a home used as a methamphetamine lab. California children have been killed from explosions in clandestine methamphetamine laboratories, while other children are testing positive for toxic chemicals in their system. Tragically, the majority of these children are not coming to the attention of authorities.

The Governor's Office of Criminal Justice Planning (OCJP) has identified the following local level concerns about drug-endangered children:

- Their interest specifically addressed

children found at the sites of clandestine methamphetamine laboratories; and

- Of particular importance to the law enforcement officials are concerns that only a small percentage of the drug-endangered children are being referred to social services/child protective services from law enforcement agencies. The lack of appropriate referrals directly affects the needs of a child.

Under the leadership of Governor Wilson, OCJP formed a working group on Child Endangerment and Clandestine Drug Labs to identify and address the following primary issue:

- The necessity for law enforcement, children's protective services, health services, and other public safety representatives to work together to determine the needs of children exposed to the harmful effects of methamphetamine labs.

The group has also proposed two major recommendations to encourage agencies to focus on drug-endangered children:

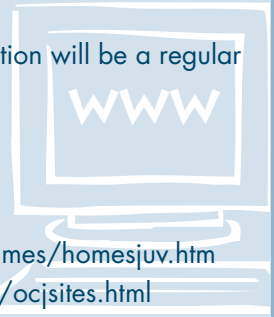
- Convene local task forces to establish regional protocols designed to clarify the responsibility of each agency and to define how the agencies will work together; and
- Provide training and technical assistance on a statewide level for each discipline involved.

*Anyone seeking further information can contact the
 Violence Against Children Branch,
 Governor's Office of Criminal Justice Planning at (916) 323-7449.*

WEBSITE RESOURCES

Listed below are some websites that may be of interest. Internet information will be a regular feature of the newsletter. This issue focuses on criminal justice websites.

U.S. Dept. of Justice	http://www.usdoj.gov
OCJP	http://www.ocjp.ca.gov
National Criminal Justice Assoc.	http://sso.org/ncja/ncja.html
Juvenile Justice home page	http://home.earthlink.net/~ehumes/homesjuv.htm
Criminal Justice sites	http://broadway.vera.org/pub/ocjsites.html



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from academia and the field to determine the theories and practices meeting with the most success;

- *Working with the staff* of selected child abuse treatment centers to establish criteria for outcomes-based evaluation;
- *Presenting an outcomes-based* workshop at the Bureau of Justice Assistance evaluation training for OCJP staff and other invitees;

- *Reviewing technical reports* to ensure that federal and state guidelines are incorporated into the evaluation design; and
- *Developing a literature review* of child abuse treatment issues.

After follow up meetings with field experts, feedback from the advisory panel, a review of the literature and input from selected projects, a final report was submitted on June 30, 1997. The report included recommendations for a comprehensive evaluation of the Child Abuse Treatment Program in FY 1997/98. •



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